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City of Hamilton

NORTH END
WATERFRONT

Secondary Plan

July 1984



This Volume

North End Waterfront Secondary Plan

City of Hamilton
July 1984

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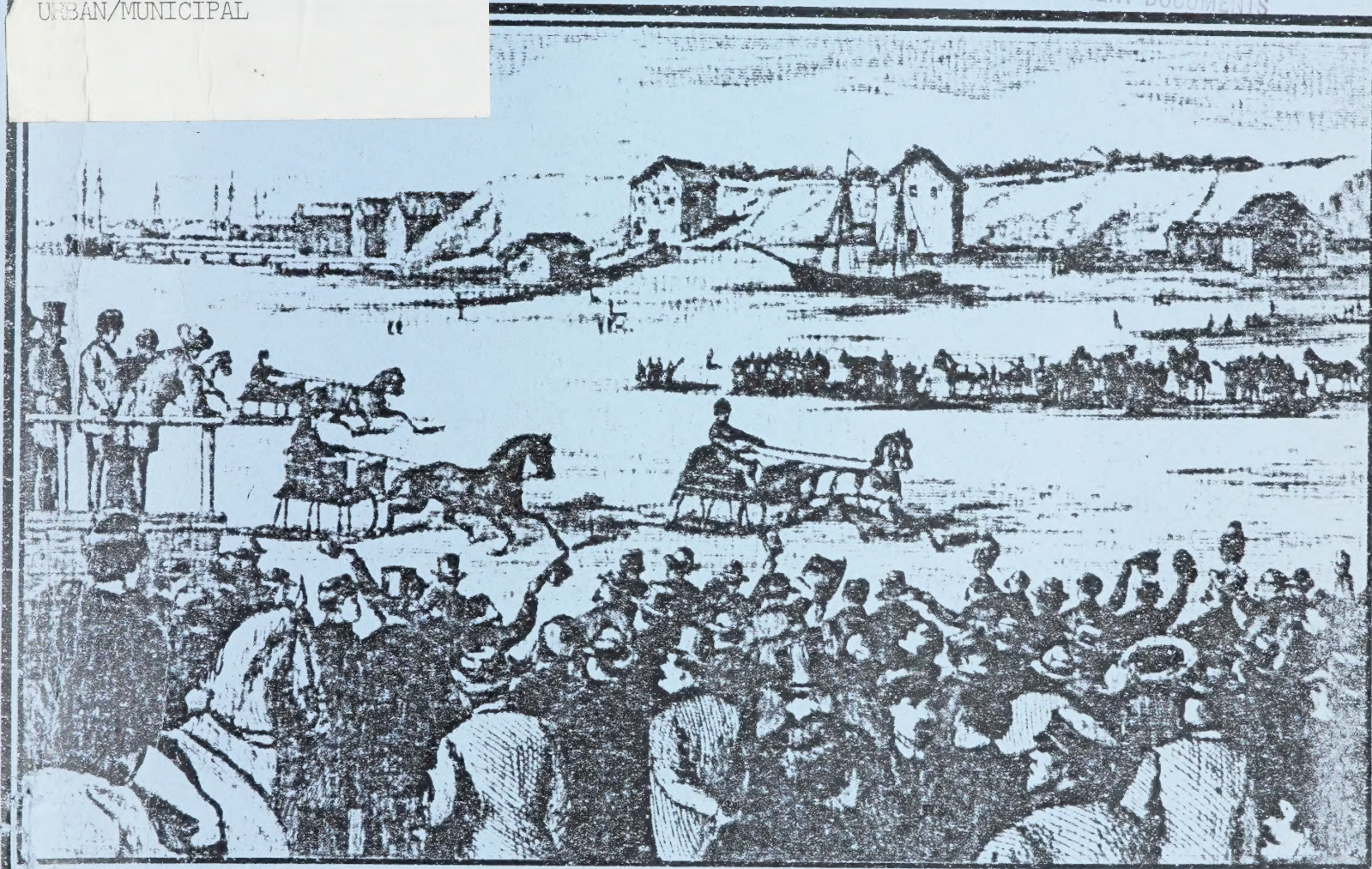
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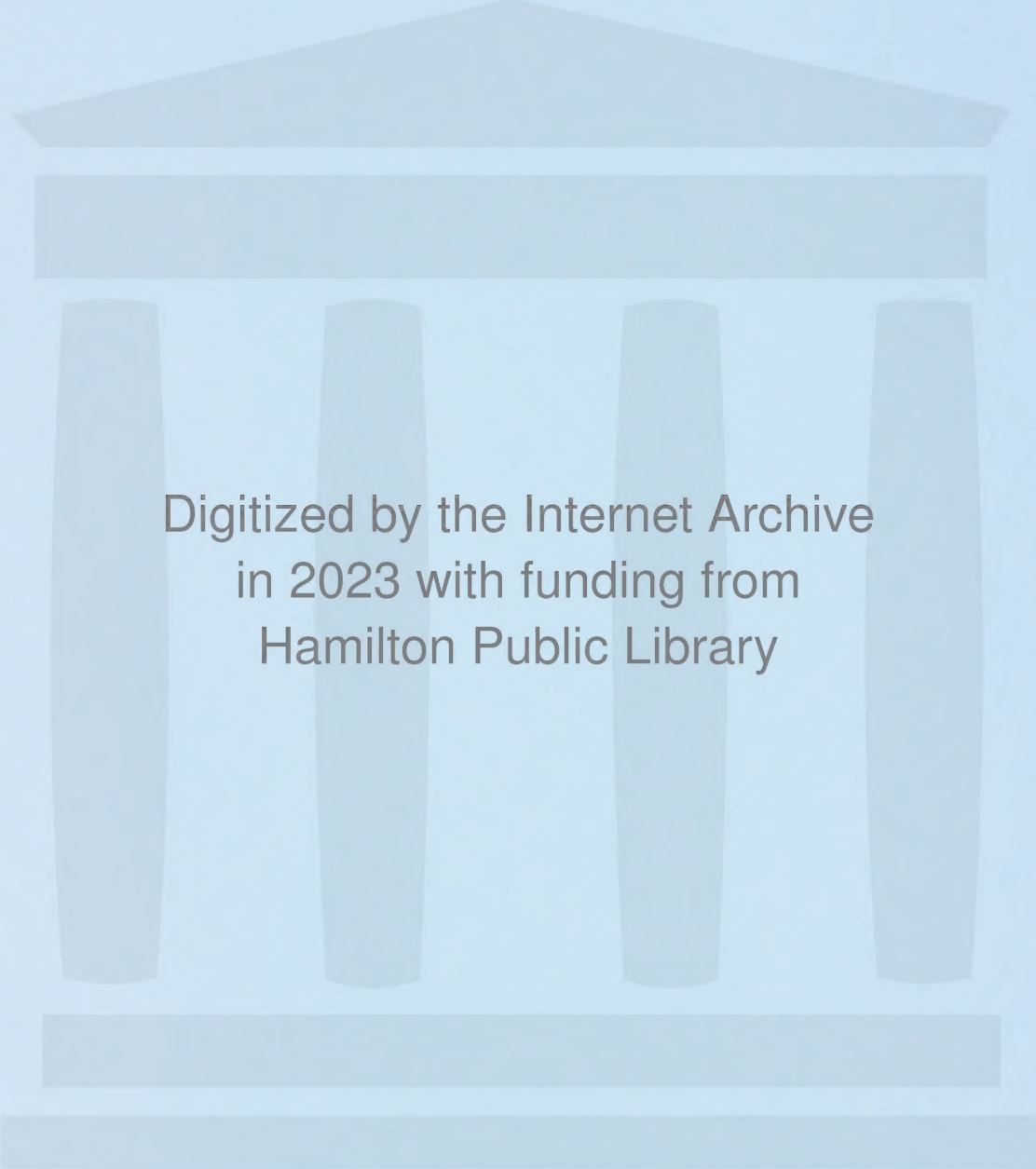
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Planning and Development Department
Hamilton-Wentworth Region

JULY, 1984



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IMPORTANT NOTE

This Plan is a draft only. It has not been presented to the Planning and Development Committee or City Council.

We are awaiting comments from Departments and agencies.

Once these are received, a public meeting will be held, probably in February.

The Plan will then be revised, as necessary, and presented to the Planning and Development Committee and Council for approval.

Modifications to the Plan, recommended by the Waterfront Parks' Sub-Committee, are attached.



THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ont. L8N 3T4

September 28, 1984

Refer to File No. P5-2-106

Attention of

Your File No.

Revised October 4, 1984

NORTH END WATERFRONT SECONDARY PLAN
CHANGES RECOMMENDED BY WATERFRONT PARKS SUB-COMMITTEE

1. Page 15, Policy 2 Add: "permitted and encouraged..."
2. Page 20, Policy 2 Add: "Recreation and Open Space Concept
(Map 5), which suggests the nature..."
3. Page 20, Policy 3b) Second Dot - Change "should" to "could".
Third Dot - Delete "such as the Scourge..."
4. Page 21, Second Dot Change to "Consideration will be given
to a shoreline promenade..."
5. Page 21, Policy 6 Change to "Consideration may be given
to a development corporation to implement..."
6. Page 22, Action 2 Change to "The City will encourage the
preparation of the design plan by the
Waterfront Park Sub-Committee as soon
as possible."
7. Page 22, Action 4 Change to "The City may give consideration
to a development corporation and allocate
sufficient funding when required."
8. Page 22, Action 6 Change to "The City will consider finding
alternative locations..."
9. Page 22, Action 7 Add public pedestrian access.

10. Page 23, Action 4 Change to "Consideration will be given to the proposal..."
11. Page 23, Policy 1 Change to "Consideration will be given to joining Bayview Park with Pier 4 Park."
12. Page 23, Action 1
(At Bottom of Page) Change to "The City will give consideration in its budget to closing..."
13. Page 24, Action 1 Change to "The City will consider as one of its priorities improvements..."
14. Page 24, Actions 2, 3, 4, and 5 Change to "City Council will request the Department of Culture and Recreation to consider the North End as a possible area for a Community Council within the Parks and Recreation programme to:
 - a) recommend methods to reduce vandalism;
 - b) establish a priority list of improvements and attractions to Eastwood and Bayview Parks; and,
 - c) examine ways to raise money within the neighbourhood to assist with park improvements."
15. Page 31, Policy 1 Delete second sentence referring to no parking on former Lax property.
16. Page 35 Add new Policy 2:

"The City will explore sources of funding from other levels of government to assist with rehabilitation and improvement of the neighbourhood."

Add new Action 2:

"The City will request the Department of Community Development to consider the North End as a future O.N.I.P. area."

3.

17. Change all references to "Westport Advisory Committee" to "Waterfront Parks Advisory Sub-Committee".
18. Add notation on Map 5 - "This is a concept only."

ACKNOWLEDGEMENTS

The following individuals participated in the development of the plan.

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A INTRODUCTION

1. THE PLANNING PROCESS

In May 1983, the Planning and Development Committee requested that the Planning and Development Department undertake a planning study of the North End waterfront area and include public input in the planning process. The North End Waterfront Secondary Plan is intended to detail the most appropriate land uses for those lands within the North End East and West Neighbourhoods adjacent to Hamilton Harbour, including the Lax property.

The secondary plan consists of a concept plan indicating future (long-term) land uses for the area and a recreation and open space concept plan as well as a written text. Together they provide direction for future public investment and private development. The land use plan and text are approved by Council and become City policy.

The study is undertaken in two phases, similar to the neighbourhood planning process. The first phase comprised the background studies, questionnaire survey, analysis of background data, and set-up of the North End Waterfront Advisory Committee. This phase lasted four months from May to August 1983 inclusive and culminated in publication of the document entitled North End Waterfront Secondary Plan Background Information, September 1983.

Phase Two comprised the committee meetings beginning in September 1983, preparation of the draft report and presentation to Planning and Development Committee, a public meeting, and presentation of the final report to Planning and Development Committee and Council for approval. Phase Two will be completed in 1984.

The advisory committee worked with the Planning Department and other agencies to:

- i) discuss desired waterfront development;
- ii) identify existing and future problems which may arise from the development of the waterfront;
- iii) identify the needs of the local residents;
- iv) exchange information and ideas; and
- v) develop a proposed secondary plan.

The North End Waterfront Advisory Committee met twelve times from September 1983 through May 1984. In May, the draft plan was finalized.

At this point, the draft secondary plan was circulated to various civic and other departments for appraisal and reaction. The plan was then forwarded to the City Planning and Development Committee for authorization to hold a Public Meeting.

Following this was the public meeting and review. All residents, owners and business people of the study area are invited to the public meeting where details of the plan are outlined. Written submissions from the residents are received by the Planning and Development Committee. The Planning and Development Committee then recommends approval of the secondary plan with any appropriate modifications.

The plan is sent to Council for final approval and becomes Council policy. Any Official Plan or zoning amendments are also presented at the public meeting, Planning Committee and Council.

The North End waterfront is a unique area with challenging planning issues.

The objectives and policies of the secondary plan serve as a guide for future development of the study area. They explain and clarify the secondary plan map. They should be considered by City Council, City and Regional staff, other agencies, the Federal and Provincial governments and the private sector as setting forth a course of action for development of the waterfront and improvement of the neighbourhood. The policies and designations also guide planning staff through the development control process.

2. BACKGROUND

The North End East and West Neighbourhoods were studied in 1975 as part of the City's ongoing neighbourhood planning process. The Neighbourhood Plans which evolved outlined proposed land use plans as well as various improvement measures addressing the major concerns of the area. They also provided a long range planning framework to guide new development and improve the quality of life in the area.

The Neighbourhood Plans focussed on the developed areas generally east of Bay and south of Guise Street. All the waterfront lands were excluded from the Neighbourhood Plans pending determination of jurisdiction over land use control between the City of Hamilton and the Hamilton Harbour Commission. Jurisdiction was established by the Ontario Supreme Court in 1976 and upheld by the Ontario Court of Appeal in 1978. That decision gave the City power to zone harbour lands and water, provided it did not interfere with shipping and navigation activities.

The harbour areas, therefore, have never been examined from the neighbourhood planning perspective. Whatever development or change has occurred there has taken place in a vacuum, isolated from the area around it and from its hinterland. The North End Waterfront Secondary Plan attempts to remedy that situation. In addition, the secondary plan functions as a bridge between the Official Plan which outlines broad policies for the waterfront area and the detailed design and development plans which will be prepared for the former Lax property, Pier 4 Park, Pier 8, and intervening waterfront lands.

The City's decision in September 1983 to expropriate the Lax property, including waterlots, will put some 40 acres of prime vacant waterfront land into public ownership. The development potential of this and adjacent waterfront properties is critical. Its importance is reflected in the Discussion Paper prepared by the Task Force on waterfront development headed by Ben Vanderbrug, General Manager, Hamilton Region Conservation Authority. The Discussion Paper provides the conclusions reached by the Task Force on the development of the Lax lands and outlines the nature, character, scale, method, extent and mix of development which should occur there. The ideas contained in the Discussion Paper have been incorporated into the North End Waterfront Secondary Plan where appropriate.

The Official Plan policies dealing with the waterfront and the Discussion Paper are included as Appendix 1 and 2 respectively.

3. DESCRIPTION

3.1 THE STUDY AREA

The focus of the secondary plan is the waterfront area and its immediate hinterland approximately two blocks inland. The boundaries are MacNab, Wood, Hughson, and Burlington Street. The CNR tracks bound the area on the south-west and Wellington Street on the east. The area between these streets and the waterfront lands acts as the interface between the harbour and the neighbourhood. It is also the area which will most feel the impact of change on the waterfront from traffic, redevelopment, parking, and new uses. Whatever changes occur on the harbour lands will affect this part of the neighbourhood. It is important that those impacts are in keeping with the long-term goals of the neighbourhood and the Central Area. Harbourfront development must take place within the context of the neighbourhood, the Central Area, and the City. The secondary plan process is intended to ensure that that occurs.

Because the Neighbourhoods were examined in considerable depth in 1975 and have undergone minimal change since that time, the Neighbourhoods, per se, are not included in the Waterfront Secondary Plan study area.

3.2 PHYSICAL PROFILE

The North End waterfront area is located approximately 2 kilometres north of the downtown core and three kilometres west of the City's heavy industrial area.

The area includes several parcels of vacant waterfront land, most notably the Lax property (40 acres), the Pier 4 park area (6 acres) and Centennial Pier or Pier 8. Pier 4 Park is now in City ownership and the Lax property is in the process of expropriation by the City. Centennial Pier is owned by the Hamilton Harbour Commission but will eventually shift its emphasis from shipping to recreation as its activities are relocated to Eastport.

The remainder of the waterfront area is semi-vacant. It is utilized for marinas, yacht clubs and a rowing club with associated boat storage, repair and docking areas. Club houses for the yacht and rowing clubs and parking lots for members complete the picture.

To the east is Pier 9 occupied by the Department of National Defence H.M.C.S. Star naval facility. Pier 10 between Ferguson Avenue and Wellington Street is occupied by various shipping, marine freight, storage and other harbour-related uses.

The neighbourhood, proper, lies above the 50 foot bank which separates the residential land uses from the waterfront recreational and harbour-related uses noted above. The bank runs generally parallel to Bay Street and Guise Street.

The residential area is predominantly single-family homes with some semis and row housing units scattered throughout the area. Residences are generally attractive, simple structures, one or two storeys, brick or frame and small-scale. There is a prevalence of nineteenth century housing which gives the area its pleasant heritage character and a sense of tradition and stability.

The low-rise nature of the neighbourhood preserves vistas of the waterfront and the Bay, enhances the relationship of the built environment to the natural setting and produces an ambience reminiscent of a nineteenth century small town.

Three high-rise apartment buildings near the waterfront are important exceptions to this. At between 17 and 22 storeys, these buildings are highly visible from the downtown and the Escarpment. Although situated in very desirable locations, they do not house high income individuals as might be expected.

Ken Soble Towers at 500 MacNab Street North is an Ontario Housing Corporation (O.H.C.) project housing 146 senior citizens. The other two high-rise buildings house families. In addition, there are 10 private non-profit housing units for families within the area. An O.H.C. family project with 112 units is located just outside the study area boundary on James Street.

There are few commercial uses within the study area. A major concentration occurs at the Harbour Commission's offices at 605 James Street North. Otherwise there are scattered uses in the form of a variety store, a bank, small offices and the Sail Loft at 471 Bay Street North. The Sail Loft is a significant historical building dating from the early nineteenth century when the area was known as Port Hamilton, a separate waterfront community servicing the City's shipping industry.

Industrial uses are focussed on and near Piers 8 and 10, the major dock areas operated by Hamilton Harbour Commission. These uses are separated from the residential area and from the waterfront recreational area except at the entrance to Pier 8 where Laidlaw Transport has an extensive truck parking and servicing area.

Other small industrial activities are scattered within the study area. The most objectionable is Steeltown Boxers on Catharine Street north of Burlington. Located within a large building which extends right up to its property lines, it has little or no room for employee parking, truck parking and loading and is not well maintained. The building abuts residences on Catharine, Burlington and John Street with the result that these residences are in relatively poor condition and are not well maintained.

The North End has several park areas including Eastwood Park which offers a range of community park facilities on its 16 acres. Equipment, park design and maintenance could be improved.

Bayview Playground at the corner of Bay and MacNab operates as a tot-lot catering to neighbourhood children. It occupies a strategic piece of land with excellent views of the Bay and offers opportunities for direct links over the bank to Pier 4 Park.

Pier 4 Park is undeveloped but located right on the water's edge. At present, utilized for some temporary water-oriented uses, it is to be developed as a natural waterfront park when funding is available.

The Hamilton Harbour Commission has provided a small park area on Pier 8. This park area may expand when harbour activities are relocated to the East Port Industrial Park.

Roads within the study area carry a significant amount of through traffic which is a concern to neighbourhood residents. Development of waterfront lands and construction of the Industrial Perimeter Road may alter the situation. Careful resolution of the traffic issues is required.

3.3 SOCIO-ECONOMIC PROFILE

This socio-economic profile was prepared by the Social Planning and Research Council and is intended to supplement the physical profile prepared by the Planning and Development Department and contained in the North End Waterfront Secondary Plan Background Information, September 1983. The profile refers to the North End neighbourhoods in total. The study area may exhibit more positive socio-economic characteristics than the complete neighbourhoods.

The socio-economic profile highlights the North End as a community where:

- the population has declined gradually by 30.5 percent since 1961;
- people of working age and senior citizens are proportionately low while youth population is proportionately high;
- the majority of residents have learned English as their first language but a great diversity exists;
- the majority of residents are Roman Catholic with a high proportion of Protestants;
- three-fifths of all residents own their dwelling;
- the average value of dwellings (\$39,291) is well below the City average (by \$15,193 or 38.7 percent) and the average monthly rent (\$223) is below the City average (by \$68 or 30.5 percent);
- a higher than average number of assisted housing units exist;
- almost one-quarter of all families are lone-parent families (nearly twice the City average);

- male and female participation rates in the labour force are lower than average while unemployment rates are almost twice as high as City averages;
- almost 40 percent of all working residents are employed by manufacturing industries;
- average family income (\$19,386) is below the City average (by \$5,816 or 30.0 percent);
- the incidence of low-income families (30.7 percent) is almost twice that of the City;
- more than 40 percent of those residents 15 years and over have less than Grade 9 education (twice the City average);
- enrolment in public elementary schools has been slowly declining; and,
- the utilization of major social services is generally higher than average and in particular, higher for General Welfare and Family Benefits Allowance Assistance.

4. P L A N N I N G I S S U E S

There are many planning issues in the North End Waterfront area. These will be addressed in the policies contained in this plan.

The main issues are:

- i) The nature, scale, method and timing of waterfront development to yield optimum results.
- ii) The integration of new waterfront development into the neighbourhood to preserve the attractive and peaceful character of the North End.
- iii) The minimization or removal of existing conflicts which presently reduce the amenity of the residential area.
- iv) Acceptance and promotion of innovative design features in rehabilitation and development of the residential area to enhance the character of the area.
- v) Development of an integrated open space/recreational/park system to enhance waterfront development and improve the neighbourhood's quality of life.

B

THE SECONDARY PLAN

1. GOALS

The policies contained in the secondary plan are based on certain goals or development principles which function as beacons for evolution of the planning philosophy for the area.

These goals are:

- The core of the Neighbourhood (east of Bay, south of Burlington) will be affected as little as possible by waterfront uses and activities.
- The waterfront area will serve a variety of levels in the recreational hierarchy - Regional, City, community, and neighbourhood. However, not all activity levels will be accommodated in the entire area. Rather, contemplative, active, mixed commercial/recreational and other uses will be spread and separated over the area.
- The emphasis in the waterfront area will be on recreational use and activity, with limited commercial and residential uses added in appropriate locations to enhance the recreational character and enjoyment of the area.
- A mix of uses, residential, commercial and recreational will be encouraged in appropriate areas of the waterfront and adjacent lands.
- Uses conflicting with or detracting from the primary recreational character of the waterfront will be removed or phased out early in the process to show clearly the direction the waterfront is taking.
- Ramifications of new uses introduced to the waterfront area will be carefully studied and analyzed to minimize conflicts such as traffic, parking, noise, etc. on the residential area. Where possible, the waterfront should operate as a self-contained entity that does not create spill-over effects on the neighbourhood.
- Uses proposed for the waterfront will be realistic and practical in terms of cost, interest, and marketability.
- The waterfront secondary plan should have short-term and long-term goals and a development continuum so that a logical progression of activity and growth will evolve over the years. Transitional uses are encouraged but attempts should be made to minimize conflict both with existing and future uses.
- Design consideration and features are extremely important in the waterfront area which will become Hamilton's window on the water. All buildings and structures will be integrated, related, and complementary with each other, with the natural features of the area, and with the overall goals and objectives for the area. This principle is key and should not be altered, softened, or ignored.

- There will be a balance between the activities proposed for the waterfront area. No one use or activity should overwhelm or submerge others.
- Where possible, existing uses or plans will be combined, connected, or programmed for such as the marine proposal of the Hamilton Harbour Commission linking Eastwood Park, along Guise Street to Bayview Park.
- All green and open spaces will be linked in imaginative and interesting ways. In addition, the waterfront will be linked to open space outside the area to provide bicycle, pedestrian, and recreational access into and out of the area.
- The history of the area will be maintained through use of themes, names, retention of certain buildings and areas, and treatment of development.

2. LAND USES

2.1 RESIDENTIAL

Primary uses permitted are dwellings and minor neighbourhood related facilities such as corner stores, schools, community centres, etc.

Objective 1

The existing residential area should continue at existing or marginally increased densities to enhance the simple scale and character of the area.

Policies

1. The residential designations shown on Map 1 will apply.
2. New residential development higher than 3 storeys generally will not be permitted in the Residential designations shown on Map 1.
3. Residential infilling on vacant lots within the residential area will be encouraged.
4. Residential infilling will be of a scale and character which complements adjacent development. This is particularly important on streets with uniform residential buildings, setbacks, height and site characteristics.
5. New townhouse development will be encouraged to locate near James Street to strengthen its commercial viability.
6. Only small sites will be developed for townhouses to ensure compatibility with the overall low density character of the neighbourhood.
7. When the City sells property for new development, it will ensure that the design of the new building is reviewed and approved by the City.

Action

1. The City will direct the Planning and Development Department to undertake a study of vacant lots suitable for residential development and prepare suggestions for infilling development.
2. Where possible, the City will utilize existing programs and policies within its mandate to promote infilling of vacant lots in the North End.
3. When City property is sold, a condition will be included in the agreement of sale that the City must approve the design of the building.

Objective 2

The predominant recreational character of the waterfront area should be enhanced, diversified and humanized by the introduction of limited residential uses in specific areas.

Policies

1. Limited residential uses will be permitted within the Residential/Recreation and Residential/Commercial designations shown on Map 1 in accordance with the following:
 - i) Residential uses accessory to the commercial uses permitted within the waterfront area in the Residential/ Recreation designation shown on Map 1. These will include lodgings on the second floor for a proprietor or tenant having a business on the first floor.
 - ii) Residential uses in addition to the permitted commercial uses in the Residential/Commercial designation shown on Map 1.

Action

1. The City will initiate an Official Plan amendment to:
 - i) permit limited residential uses accessory to the permitted commercial uses on Block 1, Map 2; and
 - ii) permit residential uses in the form of attached townhousing on Block 2, Map 2.
2. When the exact boundaries are determined, the City will initiate rezoning of Block 1 on Map 4 to permit residential uses accessory to the permitted commercial uses.
3. When the exact boundaries are determined, the City will initiate rezoning of Block 3 on Map 4 to "DE-3" (Multiple Dwellings) modified to permit recreational/commercial uses as well as townhouses at a density of approximately 40 units per acre.
4. City Council will request the corporation set up to develop and manage the City-owned waterfront lands to promote the combination of residential with commercial and recreational uses.

Objective 3

Waterfront development should be designed and located to reduce negative impacts on the neighbourhood residential area.

Policies

1. Vehicular access to the waterfront area will be via main streets such as James, Docks Service Road and Burlington, and Bay to Simcoe Street only, to keep waterfront traffic off residential streets, as shown on Map 1.

2. Areas of the waterfront designed as medium to high activity areas will be distant from the residential area of the neighbourhood. These include the former Lax property and Pier 8.
3. Tranquil, natural park and open space areas will be located adjacent to the residential portion of the neighbourhood. These include lands below the bank west of Bay Street and Pier 4 lands.
4. Lighting and other nuisances associated with the waterfront development will be minimized and/or directed away from the neighbourhood residential area.

Action

1. City Council will direct the Traffic Department to work with the Planning and Development Department to prepare a traffic scheme, such as the one outlined on Map 1, which diverts traffic destined for the waterfront away from the residential area.
2. City Council will request the organization responsible for developing and managing the waterfront recreational areas to direct major activities which might create negative impacts on the neighbourhood to be located at a distance or sited in such a way as to reduce those impacts.
3. City Council will request the organization(s) responsible for developing and managing the waterfront recreational areas to direct features and activities, such as lighting, loudspeakers, signs etc. which might create a nuisance for residents, away from the residential area.

Objective 4

The quality of life within the neighbourhood should be enhanced.

Policies

1. Community facilities and convenience stores will be encouraged to locate within the neighbourhood.
2. Through traffic and trucks will be directed away from residential streets.
3. Illegal on-street parking by trucks and other vehicles will be curtailed.
4. The appearance of public property will be improved through regular maintenance.

5. The number of assisted housing units in the North End should be consistent with proportions in other neighbourhoods.

Action

1. The City will support, through rezoning, any suitable proposals from food stores, convenience stores, health clinics, dentists, lawyers, daycare, cleaners, hairdressers, barbers etc. to locate in the North End.
2. City Council will direct the Traffic Department to work with the Planning and Development Department to design truck routes and a through traffic system which minimizes residential impacts as problems are identified.
3. The City will request the Regional Police Department to enforce truck routes and parking regulations.
4. City Council will direct the Public Works Department to increase and improve its litter clean-up, weed control, grass cutting and general maintenance of public property in the North End.
5. City Council will request that any necessary amendments to the City or Regional budgets be made to accommodate the increased level of by-law enforcement and property maintenance in the North End.

2.2 COMMERCIAL

Primary uses permitted are establishments involved in the selling of goods, services, business offices and entertainment facilities.

Objective 1

The predominant recreational character of the waterfront should be augmented and varied through the introduction of specific commercial uses designed to architecturally enhance and encourage public attraction to the waterfront.

Policies

1. The Commercial designations shown on Map 1 will apply.
2. Commercial facilities such as restaurants, taverns, outdoor cafes, boutiques, fish markets, specialty shops, antique stores, yachting supplies or combinations of these, will be permitted within the Commercial/Recreation, Residential/Recreation, Residential/Commercial and Recreation (High Intensity) designations shown on Map 1.
3. Development of the waterfront area for commercial and commercial/recreational uses will require preparation of a design plan as outlined in the City's Official Plan (see Appendix 1). The design plan will show permitted uses, public space, the traffic system, pedestrian walkways, protection of natural features and assurance of privacy for adjacent residents.

Action

1. City Council will request that the corporation set up to develop and manage the commercial/recreational areas to promote the combination of commercial and recreational uses in its advertising and choice of tenants.
2. City Council will request that the corporation overseeing the commercial/recreational areas follow the design plan.

Objective 2

Marine-related stores and facilities should be located on or near the waterfront area to better serve the boat-owners and marina clientele.

Policies

1. Pier 10 will be designated Industrial/Commercial to serve as the focus for major new marine-related commercial and industrial uses.

2. The Commercial/Recreation designation shown in the area north of Guise Street (Map 1) will be promoted as the appropriate location for commercial uses related to yachting and other marine-oriented activities.
3. The commercial and commercial/recreation areas shown on Map 1 should evolve as the primary locations for marine-related commercial uses in the City.
4. Commercial uses will not be permitted south of Guise Street except along James Street North.

Action

1. The City will initiate an Official Plan amendment to limit new uses on Block 3, Map 2 to marine-related commercial and light industrial uses.
2. The City will initiate a rezoning of Block 4, Map 4 to limit new uses in the area to marine-related commercial and light industrial uses.
3. City Council will inform the Region that when prospective entrepreneurs approach the City or Region, they be informed that the waterfront area is a suitable location for marine-related commercial uses. Pier 10 will be promoted as the preferred location for major new marine-related commercial and industrial uses.

Objective 3

James Street North's commercial function should be strengthened and diversified through the introduction of new uses and expansion of its area.

Policies

1. The commercial designations shown on Map 1 will apply.
2. A grocery store or grouping of small stores will be encouraged to locate on a suitable site on James Street North.

Action

1. The City will initiate a Neighbourhood Plan amendment for Block 1, Map 3 from "Commercial and Apartments" to "Commercial".
2. The City will initiate a rezoning of Block 5, Map 4 from "D" (Residential, One and Two Family) to "H" (Commercial) modified to require site plan control.
3. City Council will request the Economic Development Department to approach major grocery store chains to locate a store in the North End.

Objective 4

The appearance of existing commercial areas should be improved.

Policies

1. Permanent rear yard parking areas should be provided for those commercial uses which generate substantial amounts of parking.
2. Commercial uses will be encouraged to provide fencing and trees on their property where it abuts residential uses.
3. The James Street North businessmen will be encouraged to establish a Business Association aimed at improving the vitality and appearance of the area.

Action

1. City Council will request the Parking Authority to review the feasibility of establishing a small municipal parking lot at the rear of the existing commercial area on James Street North.
2. City Council will apply site plan control to new commercial uses on James Street with a view to providing fencing, trees, parking areas etc. in the optimum location.
3. City Council will direct the Community Development Department to approach the James Street North businessmen to discuss the merits of a Business Association.

2.3 INDUSTRIAL

Primary uses include manufacturing, processing, warehousing, storage, repair and servicing.

Objective 1

The waterfront area should strengthen its marine-oriented character through location of marine-related light industries on Pier 10.

Policies

1. The Industrial/Commercial designation shown on Map 1 will apply.
2. Pier 10 should evolve as the location for marine-related light industries in conjunction with marine-related commercial uses.

Action

1. The City will initiate an Official Plan amendment to limit Block 3 on Map 2 to marine-related light industrial and commercial uses.
2. The City will initiate a rezoning of Block 4, Map 4 to limit new uses in the area to marine-related commercial and light industrial uses.

Objective 2

The appearance and quality of life of the neighbourhood should be improved.

Policies

1. Industries which detract from the appearance and quality of life of the neighbourhood will be encouraged to relocate.
2. Existing industrial uses will reduce conflicts with adjacent residential areas.

Action

1. No new industrial uses will be permitted in the study area except for marine-related light industrial uses on Pier 10.
2. The City will explore approaches to Steeltown Boxers, Laidlaw Transport and L. & P. Autobody in an effort to encourage them to relocate to more suitable lands in the City's industrial area.

3. The City will explore approaches to existing industries regarding establishment of permanent parking areas and screening of outdoor storage areas as appropriate.
4. The City will inform the Ministry of the Environment on a complaint basis where industries are suspected of non-compliance with environmental regulations.
5. The City will continue to enforce its Property Standards By-law.

2.4 RECREATION AND OPEN SPACE

Primary uses include parks, public and private recreation areas. Accessory commercial and residential uses which contribute to the recreational attraction are also included:

Objective 1

The North End waterfront area should be developed so that it achieves international recognition, appeals to a wide variety of users, is accessible in all seasons, attracts investment to the area, creates employment opportunities, and is a source of pride to the community.

Policies

1. The Recreation designations shown on Map 1 will apply. The designations represent the desired long-term recreational land use.
2. The Recreation areas shown on Map 1 are further refined by a Recreation and Open Space System concept (Map 5) detailing the nature of the recreational area, type of activities and uses desired, connections to other park areas and relationship to non-park areas.
3. A variety of activities and uses will be located within the Recreation designations ranging from tranquil green spaces (low intensity recreation areas) to major commercial activity areas (high intensity recreation areas) developed in the following priorities:
 - a) Pier 4 Park (low intensity recreation area)
 - a tranquil, landscaped, wooded, natural area for strolling, sitting, boat-watching, dog walking, picnics etc.,
 - the shoreline will be developed in a simple, uncluttered fashion which enhances the relationship of the park area to the water,
 - could extend as far south as Ferrie Street if MacDonald's Marina and the Macassa Bay Yacht Club relocate.
 - b) Former Lax Property (medium intensity recreation area)
 - a major activity area for recreational and related commercial uses,
 - it should be the site of a major tourist attraction of international importance with the supporting commercial facilities,
 - the tourist attraction could include an annual music or entertainment festival, a special display, such as the Scourge or some other type of anchor facility,

- additional recreational uses and activities will be provided as appropriate,
- a shoreline promenade is a key component with connections via a suspension bridge or man-made islands to Pier 4 and the mainland,
- commercial and residential uses which enhance the attraction of the area are encouraged in a suitable location based on the harbour village theme with boutiques, a floating restaurant and lofts.

c) Pier 8 (high intensity recreation area)

- a major activity area with commercial, residential and recreational uses intermingled,
 - to be the site for a high quality waterfront combined residential/commercial area,
 - may include a festival market, water park, boutique area etc.
 - development for recreational purposes to occur as soon as possible.
4. Development of all waterfront lands will be of high quality to reflect its importance within the City.
 5. Development of waterfront lands will be given a high priority in terms of the City's budget, staff allocations, maintenance schedule etc.
 6. A development corporation will be established to oversee development activities on the former Lax property.
 7. Existing uses, activities or objects which are not compatible with the waterfront development concept, design plan or desired activities will be removed and/or prohibited from the area.
 8. Public access to the waterfront in all areas will be a priority. Areas not presently accessible i.e. the Yacht Club, will be encouraged to provide some form of public access. No additional private recreational areas or uses will be permitted on the water's edge.
 9. Special features which make the parkland areas more accessible, useful and attractive to a wide variety of users will be included in all park designs. These may include items such as drinking fountains, benches, shade trees, exercise stations etc.
 10. Waterfront park space will be highly accessible and visible to ensure maximum use.

Action

1. The City will rezone Block 2 (Map 4) from "F-1" (Waterfront Recreational District) to "A" (Conservation, Open Space, Park and Recreation District).
2. City Council will ensure that preparation of the design plan by the appropriate City, Regional, outside agency and/or consulting staff commences as soon as possible.
3. City Council will co-ordinate funding for preparation of the design plan.
4. City Council will establish the terms of reference for the development corporation and allocate sufficient funding when required.
5. City Council will negotiate with the Harbour Commission and review existing City leases for incompatible uses on City and Harbour Commission property in an effort to relocate those uses.
6. The City will attempt to find alternative locations in the North End for Captain Bob's, the Y Sailing Club and the Boy Scouts presently situated on Pier 4 Park.
7. City Council will negotiate with the Yacht clubs to provide public access through their property to the waterfront. Macassa Bay Yacht Club and MacDonald Marina will be permitted to remain "in situ" provided public access to the waterfront through their facility is provided.
8. The City, in the process of its development of waterfront lands, will ensure maximum public accessibility and visibility.

Objective 2

All waterfront activity areas and all park areas in the North End should be connected internally by bridges, islands, pathways and/or bikeways, and with external connections to Dundurn Castle, the downtown and the east end.

Policies

1. The pedestrian network shown on Map 5 will generally apply.
2. The waterfront will be connected to the downtown by pedestrian links, specifically the MacNab Street bridge.
3. The pedestrian network will be linked into adjoining park and open space areas where possible.
4. The pedestrian network will be combined with a bikeway network where possible linking the North End with other areas of the City.

Action

1. The City will acquire the land or negotiate easements for the necessary pedestrian network.
2. City Council will require that the design plan for the waterfront area include details of surfacing, landscaping and other development matters for the pedestrian paths and bikeways.
3. The City or other contributing bodies or agencies will include the construction of pedestrian pathways and bicycle paths in the budget for development of the waterfront area.
4. The proposal put forth by the Hamilton Harbour Commission linking Eastwood Park with Pier 4 Park along Guise Street, and other improvements will be incorporated in the design plan and implemented as soon as funding is available.
5. City Council will request the Regional Engineering Department to maintain the MacNab Street bridge as a pedestrian bridge.

Objective 3

Existing parks should be expanded and connected with the waterfront park area.

Policies

1. Bayview Park will be joined with Pier 4 Park.
2. Eastwood Park will be expanded northward to include the lands of the HMCS Star, if they relocate.
3. If HMCS Star does not relocate, its potential as a tourist attraction should be explored.
4. The open space area west of Bay between Simcoe and Strachan will be developed as a park area entrance to the waterfront development on the former Lax property.

Action

1. City Council will include in its budget provision for closing a portion of Bay Street North between Wood and MacNab Street and redeveloping it as park area linking Bayview Park with Pier 4 Park.
2. City Council will provide funding for park development and maintenance in its budget at the appropriate time.
3. The City will approach the Department of National Defence regarding relocation of HMCS Star or alterations to policy to exploit its tourist potential.

Objective 4

Existing park/open space areas should be upgraded.

Policies

1. The park facilities and equipment in Bayview and Eastwood Parks will be modernized and improved.
2. A Community Council will be established to develop a park improvement program with the Department of Culture and Recreation.
3. The Community Council will work with the Police Department to reduce vandalism in the parks.
4. A tree planting program will be developed for Bayview and Eastwood Parks.

Action

1. City Council will consider improvements to Bayview and Eastwood Park as a priority in the provision of funds in the City budget.
2. City Council will direct the Department of Culture and Recreation to approach North End residents to set up a Community Council.
3. The Community Council will recommend to the City methods to reduce vandalism which require City expenditure.
4. The Community Council will establish a priority list of improvements and attractions to Eastwood and Bayview Park so that the City can set aside funds in its future budgets.
5. The Community Council will attempt to raise money within the neighbourhood to assist with park improvements.

3. SERVICES

3.1 TRAFFIC

Objective 1

Convenient, easily identifiable access to the waterfront activity areas should be a priority.

Policies

1. The exact design and timing of construction of the Perimeter Road will be established.
2. Until the Perimeter Road is built, vehicular access to the waterfront from Highway 403 and downtown will be via Bay and James Streets.
3. Within the North End, vehicular access to the waterfront will be via Bay Street to Simcoe Street; or via James Street to Guise Street. Access from the east will be via Burlington Street to the Docks Service Road as shown on Map 1.
4. Signs will be posted both within and outside the area directing traffic to the entrance roads noted above.

Action

1. City Council will request the Regional Engineering Department to review its 5-year capital budget in relation to timing of the proposed waterfront development to assist in determining when the Perimeter Road should be built.
2. City Council will direct the Traffic and Engineering Departments to develop a comprehensive sign system to direct traffic for the waterfront to the appropriate roads.
3. City Council will include improvements to those roads in its budget at the appropriate time.

Objective 2

The traffic system to and from the waterfront should be designed to reduce the impacts of this traffic on the residential area of the neighbourhood.

Policies

1. Bay Street will be made one-way south between Simcoe and Ferrie Street to prevent northbound traffic from using Bay to get to Burlington Street.

2. Simcoe Street will be made one-way westbound between MacNab and Bay.
3. Burlington Street will be made one-way eastbound between MacNab and James.
4. Traffic destined for the waterfront will be directed to James, Burlington Street and the Docks Service Road.
5. The new traffic system will be enforced.

Action

1. City Council will direct the Traffic Department to institute the one-way street system on a trial basis and monitor the results to determine if the system is acceptable or if improvements can be made.
2. City Council will request the City's Traffic By-law Enforcement and the Police Department to make enforcement of the new traffic system a priority.

Objective 3

All through traffic and traffic heading for the eastern waterfront area or the downtown should use James Street.

Policies

1. Traffic will be encouraged to use James Street.
2. Improvements will be made to James Street and other access streets such as Strachan to facilitate their increased use.
3. Signs will direct through traffic to James Street.

Action

1. City Council will direct the Traffic Department to recommend and implement, where possible, methods to encourage traffic on James Street.
2. City Council will direct the Traffic Department to review the removal of on-street parking on James.
3. City Council will direct the Traffic Department to budget for the erection of signs in appropriate locations.

Objective 4

Trucks and other heavy vehicles should not utilize neighbourhood streets.

Policies

1. The existing truck routes in the North End will be reviewed.
2. Enforcement of truck routes will be increased.
3. The location and number of signs denoting truck routes will be reviewed and increased.

Action

1. City Council will direct the Traffic Department to review the location of truck routes, enforcement, signage and other improvements.

Objective 5

Innovative traffic control, encouragement, discouragement and combinations of traffic/pedestrian usage on some streets should be investigated.

Policies

1. A woonerf experiment will be conducted on certain streets which present themselves to the waterfront (A woonerf is a road which provides for a combination of vehicular and pedestrian travel through strict speed limits, special paving, pedestrian-oriented paving material, placing of bollards, signs, street furniture etc., to underline the pedestrian usage of the street area on equal terms with vehicles). A woonerf experiment will be conducted on MacNab Street as a first priority.

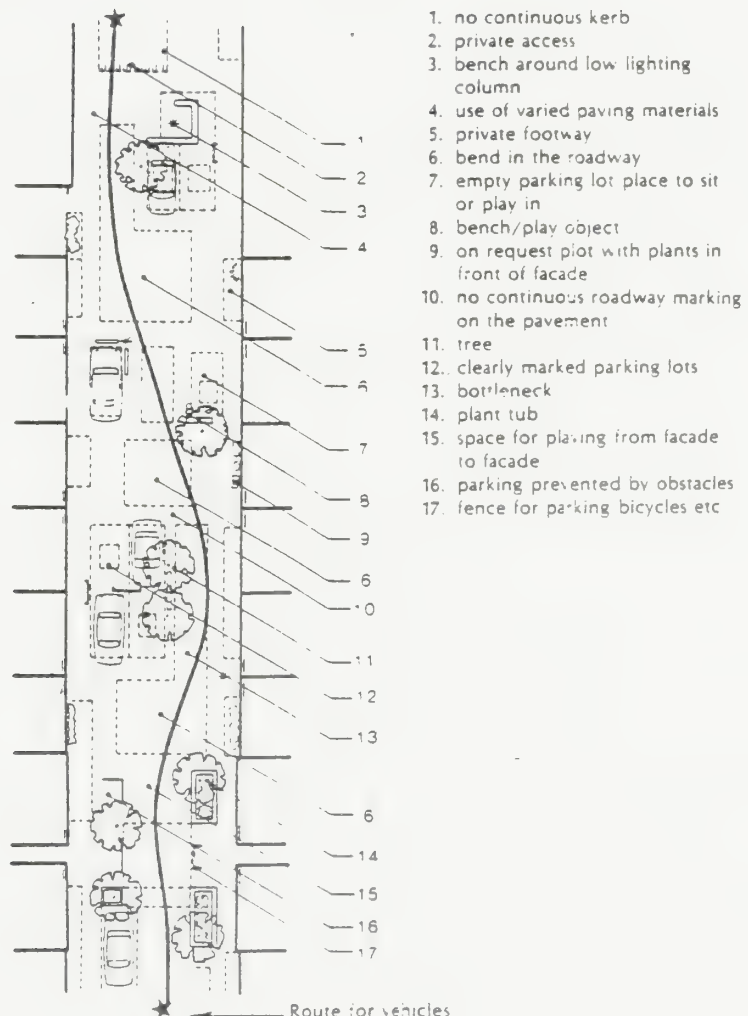


2. Woonerfs will be created early in the plan implementation process to draw attention to the North End as a special community.
3. The use of speed bumps, localized one-way restrictions, placing of bollards, shrubs and curbs etc., will be applied on a trial basis on certain streets or portions of streets where through traffic has been cited as a problem.

Action

1. City Council will direct the Traffic Department to investigate and conduct a WOONERF experiment on MacNab Street North, followed by Bay Street, Wood Street and Hughson Street.
2. City Council will direct the Traffic Department to conduct other experiments on a trial basis to determine suitability.
3. The City will provide funding for the traffic experiments as appropriate.

Plan of a typical Dutch woonerf. Note the strategy of locating the parking, the warning signs at the entrance, and the indirect path for vehicles.



3.2 PUBLIC TRANSIT

Objective 1

The North End in general and the waterfront activity areas in particular should be readily and conveniently accessible by public transit.

Policies

1. The existing HSR bus routes and scheduling of buses to the North End will be increased.
2. Express buses from points outside the City and from key locations within the City will be provided whenever waterfront activities warrant.

Action

1. City Council will recommend to the Region that HSR modify its routes and frequency of service to the North End, as required.
2. City Council will recommend to the Region that HSR provide express buses to the North End waterfront area when waterfront activities warrant.

3.3 ROADS AND SIDEWALKS

Objective 1

Roads should be maintained to a high standard.

Policies

1. The following streets should be repaired: MacNab, James, John and Burlington.
2. Guise Street should be repaired and repaved when the waterfront design plan is finalized.
3. Road maintenance in the North End, especially on roads accessing the waterfront should be a priority.

Action

1. City Council will request the Regional Engineering Department to include in its budget, road repairs to the above named streets.
2. City Council will request the Regional Engineering Department to make road maintenance in the North End a priority in its capital budget.

Objective 2

Safety for the pedestrian will be maximized.

Policies

1. Sidewalks will be maintained in good condition especially on streets with heavy pedestrian traffic.
2. Sidewalks will be provided on Bay Street north of Burlington and on Guise Street when appropriate.
3. Consideration will be given to the disabled and those with baby carriages etc.

Action

1. City Council will request the Regional Engineering Department to make sidewalk maintenance in the North End a priority in its capital budget.
2. City Council will request the Regional Engineering Department to include the construction of sidewalks on Bay and Guise in its capital budget at the appropriate time.
3. City Council will request provision for drop curbs to be included in sidewalk reconstruction costs and to be provided at convenient points.

3.4 PARKING

Objective 1

Parking for visitors to the waterfront activity areas should be available in convenient locations, of suitable size and carefully designed to encourage its use.

Policies

1. The parking areas shown on Map 1 will generally apply. No public parking areas will be permitted beyond the neck of land of the former Lax property.
2. The parking areas will be designed to enhance the surroundings, be readily accessible and large enough to accommodate all visitors in peak periods. In this regard, parking areas should be designed to be expandable, when necessary. The exact extent of parking areas will be determined as designs develop. Terraced parking will be considered for the Simcoe Street area west of Bay. Temporary parking may be provided for special occasions.
3. Access to the parking areas will be well signed, lit, and landscaped.

Action

1. City Council will request that the Development Corporation include parking lots in its design plan.
2. City Council will request that the Development Corporation develop parking lots in accordance with an overall parking and traffic scheme in consultation with the appropriate City staff.
3. City Council will request that the Development Corporation utilize parking lot development specialists and landscape architects to oversee parking lot development.

Objective 2

Provision for residential parking within the neighbourhood should be improved.

Policies

1. The current parking system on neighbourhood streets should be reviewed in relation to the new traffic system proposed, in particular:
 - i) rush hour parking restrictions on Bay
 - ii) on-street parking on James

- iii) residential parking on MacNab
 - iv) rush hour parking restrictions on Burlington
2. Enforcement of illegal parking should be increased.
 3. Permit parking should be investigated for streets where parking is at a premium i.e. MacNab, Burlington, Brock and Mary Street and portions of Bay Street.

Action

1. City Council will direct the Traffic Department to include a review of the parking system with its review of the new traffic system.
2. City Council will direct the Traffic Department to investigate permit parking on the streets noted.
3. City Council will request the City's Traffic By-law Enforcement and the Police Department to step up their ticketing of parking infractions.

3.5 ENGINEERING

Objective 1

Engineering services in the North End should be high quality.

Policies

1. The existing storm sewer outlet at the CNR yards should be moved, improved or closed.
2. Engineering services for the new waterfront development should be of a high quality.
3. Underground wiring should be instituted for all new development in the North End.

Action

1. City Council will request the Regional Engineering Department to include in its capital budget, improvements or otherwise to the sewer outlet at the CNR yard.
2. City Council will request the Regional Engineering Department to budget for underground wiring and other high quality engineering items as required.

4. AMENITY AND DESIGN

4.1 PROPERTY MAINTENANCE

Objective 1

Maintenance of buildings, their grounds, pathways and open space will be of a high standard.

Policies

1. Homeowners will be encouraged to maintain their properties at a high standard.
2. The Property Standards By-law will be enforced for all structures.
3. The City will make maintenance of municipal property in the North End a priority.

Action

1. The City will continue to enforce its Property Standards By-law.
2. City Council will direct the Public Works Department to improve and increase its property maintenance in the North End.
3. City Council will direct the Public Works Department and/or the private corporation for the waterfront to give property maintenance top priority.

4.2 REHABILITATION AND IMPROVEMENT

Objective 1

Rehabilitation and improvement of homes and property should be encouraged.

Policies

1. Residential owners will be encouraged to use grants and loans available through the municipality (i.e. Ontario Home Renewal Program, Hamilton Rehabilitation Program), and grants for the handicapped to modernize their properties.

Action

1. City Council will direct the Department of Community Development to continue to publicize and provide advice on its various rehabilitation programs.

4.3 HISTORICAL AND ARCHITECTURAL RESOURCES

Objective 1

Historical and architectural resources should be enhanced and promoted.

Policies

1. The historical and architectural resources in the North End should be publicized and promoted.
2. North End history should be publicized.
3. The designation of properties under the Ontario Heritage Act and the availability of BRIC grants for property rehabilitation should be brought to the attention of heritage property owners.
4. A North End historical theme should be utilized if possible in the waterfront development.
5. New development within the neighbourhood should enhance the heritage character.
6. The Sail Loft at 471 Bay Street North should be designated as a historical building under Part IV of the Ontario Heritage Act.
7. The area from the Customs House to the Sail Loft should be considered for designation as a Heritage Conservation District under Part V of the Ontario Heritage Act.

Action

1. City Council will request that LACAC study the North End in detail to prepare a priority list of potential heritage buildings.
2. City Council will request that LACAC, another group, citizens or individuals interested in North End history write a history of the North End.
3. City Council will request the Community Development Department to advise owners of potential heritage properties of the availability of BRIC grants.
4. City Council will request that the Corporation developing the waterfront consider the historical theme in its selection of names, design of buildings, etc.
5. The Planning and Development Department and LACAC will, whenever possible, encourage building designs etc., which enhance the heritage character.

6. City Council will request that LACAC prepare a guide on building renovations and rehabilitation which maintain the heritage character and ensure a blending into the neighbourhood.
7. City Council will request that LACAC take the necessary steps to designate the Sail Loft at 471 Bay Street North as a building of historical and architectural merit under Part IV of the Ontario Heritage Act.
8. The Planning and Development Department and LACAC will include the area between the Customs House and the Sail Loft as a potential Heritage Conservation District.

4.4 URBAN DESIGN

Objective 1

New waterfront development should include a high quality level of urban design in its architecture, choice of building materials, landscaping, pedestrian access, treatment of the waterfront etc.

Policies

1. Urban design will be a key component of the waterfront development process.
2. The various waterfront developments will complement and blend in with adjacent developments.
3. Setbacks from the water's edge with appropriate landscaping and public access will be required.
4. Structures will not block key views of the water and opposite shoreline.

Action

1. City Council will request that the Development Corporation employ consultants with proven expertise in waterfront planning and design to advise on architecture, landscape architecture and urban design.
2. City Council will ensure that public input is included in the development process.
3. Site plan control will be applied to buildings on the waterfront.
4. The City will refer all new developments in the waterfront area to the Westport Advisory Committee.

Objective 2

Neighbourhood development should not detract from the attractive development of the waterfront.

Policies

1. Development on the bank overlooking the waterfront will not block views of the Bay.

Action

1. City Council will request that any new developments be examined from this perspective by the appropriate departments.

5. COMMUNITY PARTICIPATION

Objective 1

North End residents should participate in the ongoing waterfront development planning.

Policies

1. A formal citizens committee will be established to comment on proposals, monitor changes and act as an information medium for all North End and waterfront development activities.
2. The citizens committee will participate in future waterfront planning through the Central Urban Waterfront Co-ordinating Committee.

Action

1. The Planning and Development Department will forward information and proposals to the Committee for comment.
2. 'Bay Residents' will name representatives to sit on the Westport Advisory Committee.

Objective 2

The quality of community life should be improved.

Policies

1. The North End community will form a Neighbourhood Watch Program to reduce vandalism and crime.
2. Street dances and other community get-togethers will be encouraged.

Action

1. The neighbourhood organization will approach Regional Police re Neighbourhood Watch.
2. A core group of the neighbourhood organization will investigate social activities.

Objective 3

North End residents should participate in all Central Area development and planning activities.

Policies

1. The citizens committee will review all Central Area development proposals and other activities.

Action

1. A representative of the North End Citizens Committee will serve on the Central Area Plan Implementation Committee (CAPIC).

C REVIEW AND USE OF THE PLAN

1. REVIEW OF THE PLAN

The plan will be monitored by measuring the progress that has been made towards implementation. The plan will be reviewed after 5 years to see if the basic assumptions of the plan are valid, to see whether there are any new issues and to see if the plan needs revision.

2. USE OF THE DOCUMENT

Designations generally follow ownership lines. Minor modifications to ownership lines which involve a change of use will not require secondary plan changes. Generally, designations are flexible as long as the spirit and intent of the plan are maintained.

Once the text and map are approved by City Council, they become City policy. Amendments to the plan will be considered from time to time.

D

MAPS

MAP INTERPRETATION

The land use designations shown on Maps 1 and 4 are general and conceptual. Boundaries are not precise but are general guidelines to assist in the determination of appropriate land uses and activities for each area.

The designations are defined as:

1. Residential (Low Density)
 - housing in the form of singles and doubles and some townhouses generally not exceeding 8 units per acre.
2. Residential (Medium Density)
 - housing in the form of townhouses generally not exceeding 40 units per acre.
3. Residential (High Density)
 - housing in the form of high-rise apartments.
4. Residential/Commercial
 - housing and commercial uses combined.
5. Residential/Recreation
 - recreation-oriented commercial uses with provision for lodgings on the second floor for a proprietor or tenant having a business on the first floor.
6. Commercial
 - commercial uses primarily stores, offices and entertainment facilities.
7. Commercial/Recreation
 - a combination of recreation-oriented commercial and recreational uses such as marinas, yacht clubs and marine supply stores.
8. Industrial/Commercial
 - light industrial and commercial uses related to harbour and marine activities such as marine supply stores, boat repair, storage, etc.

9. Recreation (Park)

- public open space with active youth and team oriented recreational facilities such as ball diamond, soccer field, playground, wading pool, hockey rink etc.

10. Recreation (Low Intensity)

- tranquil, natural open space emphasizing vegetation, natural features, access to water and non-active, human-scale facilities.

11. Recreation (Medium Intensity)

- active open space area with a major tourist attraction, recreational facilities, activity areas, and waterfront-oriented commercial uses, with very limited residential uses accessory to the commercial uses.

12. Recreation (High Intensity)

- active recreation area with emphasis on festival market, entertainment facilities, playgrounds, amusement areas and water-oriented commercial uses, with some medium density housing.

13. Civic and Institutional

- major cultural facilities, health, welfare, educational, religious and government activities and related uses.

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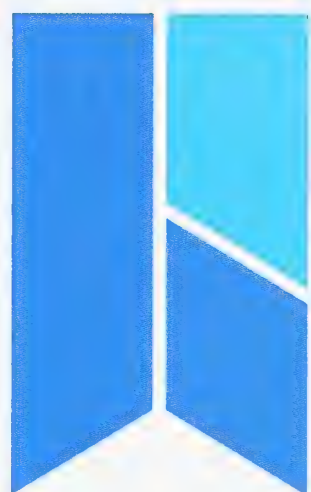


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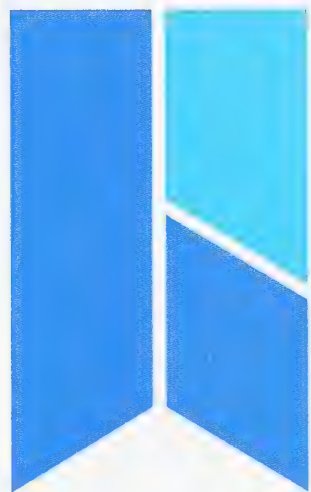


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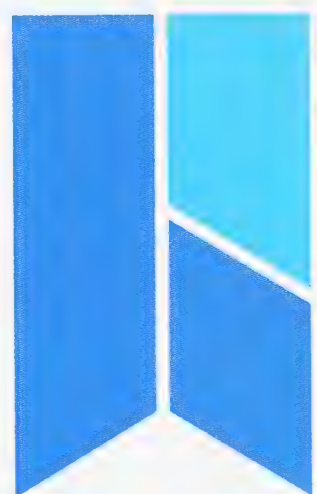


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APPENDIX 1

CITY OF HAMILTON
OFFICIAL PLAN POLICIES
for the Waterfront

SUBSECTION A.2.4 — OPEN SPACE

It is the intent of this Plan to encourage a high-quality urban environment through the optimum use of natural resources. It is also the intention of this Plan to preserve and conserve scenic OPEN SPACE, ecologically-significant natural features, lands that may be endangered by various hazards, and other attributes of the natural landscape.

- 2.4.1 The primary uses permitted in the areas exceeding .4 hectare designated on Schedule "A" as OPEN SPACE will include developed or undeveloped parks of local or area-wide appeal; public or private recreation areas; pedestrian pathways; conservation uses, horticultural nurseries, forestry and wildlife management areas; and hazard lands which may pose a threat to life and property because of inherent physiographic characteristics (in accordance with the Hazard Lands provisions of Subsection A.3.1 of this Plan).
- 2.4.2 The following ancillary uses may be permitted in OPEN SPACE areas: Limited Commercial uses which are ancillary to and support the primary OPEN SPACE Use; and all other uses which, in the opinion of Council, complement and do not interfere with the primary intended use of the area.
- 2.4.3 OPEN SPACE will be acquired through land dedication or cash-in-lieu, as provided for in The Planning Act, by means of funds through the Five-Year Capital Budget, and as further set out in Subsection D.5.
- 2.4.4 Council will co-operate with the Ministry of Natural Resources, and the Conservation Authorities having jurisdiction to ensure the preservation and maintenance of Crown lands and waters and Conservation Authority lands for water management purposes where appropriate, and for other uses compatible with the natural environment including recreation and wildlife management as well as controlled education and scientific activities.
- 2.4.5 Where lands designated OPEN SPACE are in private ownership and application is made requesting a change in land use, due consideration will be given by Council to the most desirable use.
- 2.4.6 Council will discourage the dumping and/or filling of materials into water bodies which, due to the deleterious quality of materials, may impair the quality of the water. In addition, Council will co-operate with appropriate Federal and Provincial ministries and agencies having jurisdiction over the the dumping or removal of materials in, or adjacent to, water bodies.
- 2.4.7 Council will ensure that recreational-oriented development within areas designated as OPEN SPACE will be designed so as to complement the natural environment.
- 2.4.8 Where land designated OPEN SPACE is under private ownership, it is not intended that this land will necessarily remain so designated indefinitely, nor will this Plan be construed as implying that these areas are free and open to the general public or will be purchased by the Municipality or any other public agency.

2.9.5.3 The following policies will apply within the area shown on Schedule "E" as SPECIAL POLICY AREA 5:

- i) In addition to the permitted uses for Open Space as set out in Sub-section A.2.4, for those lands within SPECIAL POLICY AREA 5, the following water-oriented uses will be permitted and encouraged: marinas; related clubhouses; maintenance, repair and storage facilities; commercial uses such as, but not limited to, seafood restaurants, cafes; selected goods shops or other small-scale Commercial uses that serve to architecturally enhance, and encourage public attraction to, the waterfront area;
- ii) Council may require from a developer who proposes development, in whole or part of the AREA, the submission of a Design Plan for the entire SPECIAL POLICY AREA which incorporates the uses permitted above. In addition, the said Design Plan will:
 - a) Incorporate public space as an integral and major element in the overall layout of the AREA;
 - b) Provide for a clearly articulated vehicular movement system;

- c) Provide for a continuous pedestrian circulation system which will link the various uses within and, where feasible, provide public access to the shoreline;
 - d) Incorporate and protect the various natural features of the AREA; and,
 - e) Maximize the privacy of residents in adjacent areas;
- iii) Where a Design Plan is required, Council will also require the developer to prepare and submit a Development Report, which will indicate:
- a) The reasoning behind the proposal;
 - b) The way in which the proponent's lands will be developed and how other lands in the AREA may be developed; and,
 - c) Any other details that may be required to show that the proposal is feasible and desirable;
- iv) The developer will be required to submit a Site Plan of the specific development proposed which will indicate the height, bulk and shape of structures, and Open Spaces on-site; the alignment of vehicular and pedestrian pathway circulation systems; and any landscaping treatment that may be required to enhance the general appearance of the development;
- v) Council will regulate building heights within this AREA as may be necessary to protect existing views of Hamilton Harbour from adjacent residential properties;
- vi) The Design Plan for the AREA required in clause iii) above will be adopted by Council only after consultation with area property owners and may be revised from time to time if a development is proposed which does not comply with the latest Design Plan adopted, but is otherwise deemed satisfactory by Council after consultation with area property owners; and,
- vii) The Site Plan for the AREA identified in clause iv) above will be adopted by Council pursuant to the Planning Act only after a Design Plan has been adopted by Council pursuant to clause ii) above, and said Site Plan is deemed to conform with the Design Plan of the AREA.

DEFERRAL NO. 9
 UNDER SECTION 14(3)
 OF THE PLANNING ACT.

APPENDIX 2

DISCUSSION PAPER

Central Urban Waterfront Park

TASK FORCE ON WATERFRONT DEVELOPMENT

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Central Urban Waterfront Park

Lax Property Component

Prepared for - Mr. Brian Hinkley - Chairman of the Parks &
Recreation Committee
(City of Hamilton)

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City of Hamilton

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Authority

Ancaster, Ontario

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1. INTRODUCTION

In towns and cities throughout North America redevelopment efforts are currently transforming urban waterfronts. What were once industrial areas, often characterized by ugliness, pollution and decay, have now been transformed into parks for quiet relaxation and active recreation.

Hamilton is now on the threshold of a similar transformation and an aesthetically embarrassing waterfront may soon become a source of community pride and an important component to the economic revitalization of our region.

2. BACKGROUND INFORMATION

Steps taken by the City of Hamilton to expropriate the Lax property have made it possible to realistically discuss the exceptional opportunities our waterfront offers. In this connection, the Parks and Recreation Committee (Hamilton) requested Mr. L. Sage, CAO, to meet with Mr. B.W. Vanderbrug, General Manager of the HRCA, to consider the development potential of the Lax and adjacent waterfront properties. At their initial meeting, it was agreed that input from others would be desirable and a number of citizens with diverse backgrounds and senior civic employees were therefore asked to participate in a dialogue. Participants are listed in the next section of this report.

This document in no way presents the final word on the development potential of the Lax property. No doubt, new concepts will be developed during the master planning stage. However, ideas expressed in this report will be an excellent starting point in this planning process.

3. WHO PARTICIPATED

The following participated in the dialogue. Names are listed in alphabetical order.

V.J. Abraham, Regional Planning and Development
Director

T.A. Beckett, Solicitor and former Chairman of HRCA

R.W. Chrystian, Supervisor of Planning, HRCA

B.J. Ciprietti, Manager, Planning Services, Dofasco,
and Chairman of Hamilton Harbour
Technical Advisory Committee

J.J. Coates, Assistant General Manager, HRCA

D.C. Freeman, City Architect

D. Godley, Manager, Neighbourhood Area Plans, Region

T.P. Garwood-Jones, Architect

B.D. Laing, Supervisor of Education, HRCA

J.H. Nolan, Solicitor

L. Sage, Chief Administrative Officer, City of Hamilton

A.M. Schimmell, Director, Parks & Recreation Department,
City of Hamilton

J.D. Thoms, Regional Planning and Development
Commissioner

B.W. Vanderbrug, General Manager, HRCA

Mr. Vanderbrug also discussed the general concepts outlined in this report with

1. the North End Waterfront Secondary Plan Advisory Committee
2. Mr. Saad Shanem, Regional Manager of Business Development

With the diverse backgrounds of the participants, one might expect disagreement on philosophy and specific development proposals. This wasn't the case. All participants freely shared their talents and ideas with others without taking firm positions. It was this sense of co-operation and project excitement which made it possible to reach consensus on the general direction the development of the Lax property should take.

4. CONCLUSIONS REACHED

Conclusions reached are presented under two general headings:

- a. Overall planning considerations
- b. Considerations for Lax property

Conclusions are presented in point form and are general guidelines only. These guidelines are to

be considered in more detail by whichever agency will ultimately be responsible for the preparation of a master development plan.

a. Overall Planning Considerations

The Lax property is an integral part of the Hamilton waterfront and its development must mesh with and complement present and future uses of the entire harbour shoreline. In this connection, a number of planning studies were undertaken in the past, all of which identified possible long term uses of the Hamilton shoreline. However, these studies were completed when most of the shoreline was still in private ownership. Furthermore, there was little indication that the Hamilton Harbour Commissioners would entertain the redevelopment of Centennial Pier and adjacent HHC holdings as part of a Central Urban Waterfront redevelopment program. Much has since changed:

- the City of Hamilton has started expropriation procedures for the Lax property
- Pier 4 is now owned by the City
- the Hamilton Harbour Commissioners have already prepared a concept plan for the redevelopment of Centennial Pier.

The time is therefore ripe to review all plans undertaken to date and to prepare a coordinated and fully integrated concept plan for the Hamilton waterfront between Centennial Pier and Dundurn Castle.

Because of the importance of the waterfront to the future growth of the City, it is imperative that the conceptual plan be prepared by highly qualified professionals. Funding for such a study might come from the following agencies:

- Federal Government
- Provincial Government
- Regional Municipality of Hamilton-Wentworth
- City of Hamilton
- Hamilton Region Conservation Authority
- Hamilton Harbour Commissioners

The joint financing of the initial study would set the framework for future co-operation in the re-development of the waterfront.

Upon completion of the conceptual plan, detailed planning for the Lax and other waterfront properties can start.

b. Considerations for Lax Property

Final plans for the Lax property are to be developed by a well qualified consultant. The suggestions made in this report are presented only for the purpose of giving the consultant some initial thoughts.

22 The present configuration and topography of the Lax property requires adjustment in order to maximize its waterfront and recreational potential. In this connection, the consultant which is expected to be hired for the preparation of a detailed master development plan is to make recommendations on final shoreline and topographic details. As a general guideline, the existing surface area and volume of the harbour needs to be maintained. However, a rearrangement of fill is acceptable. For example, consideration could be given to the excavation of several waterways thus creating a number of small islands. The excavated fill could be used elsewhere within the waterlot to give the site its final configuration.

chor
cility An "anchor" structure to which visitors can relate is important. The anchor is to be unique and imaginative and should stand the test of time from a design and functional point of view. The anchor facility may also set the architectural and theme tone of other site developments.

Rather than a STRUCTURE, the anchor could also be an ACTIVITY. For example, the waterfront redevelopment in Toronto provided the impetus to establish a world renowned annual film festival; the riverfront in New Orleans made it the jazz city of the world. Likewise, Hamilton might develop its own unique activity which could become the focal point of other activities and developments on the site. Ideas on this should be discussed with promotion experts. In this connection, a "Vin Nouveau" festival merits further investigation.

FACILITIES

A number of possible facilities and activities for the site were discussed. The ideas are listed at random and not on a priority basis. The ones identified with an asterisk are significant enough to be considered as an "anchor". The final selection of possible facilities and activities is to be made on the basis of recommendations.

- pool complex
- multi screen theatre
- * - floating restaurant
- floating exhibition area
- on site lookout tower
- lookout tower in the harbour connected to the shore by means of a boardwalk on piers
- massive harbour fountain display
- shoreline promenade

- * - village street concept with taverns,
boutiques, lakeside inns, etc.
 - limited residential
 - marina
 - cultural facilities
 - industrial museum
 - tennis courts
 - children's play areas with a water theme
 - bicycle rental
- * - ethnic village (international village)
with emphasis on restaurants
 - picnic areas
- * - amphitheatre for theatre, concerts, festivals
 - day use dockage
 - dockage for tour boats
 - boat launching
 - winter skating facilities
 - beer garden
 - floating gardens
 - flea market
 - underwater exhibits
 - floating concert platform
 - Hamilton-Scourge ship display

The development concept of a recreated harbour village scene with boutiques, specialty shops, a coffee house, tavern, an inn, etc., received a lot of favourable comments from those who were exposed to the idea. Similarly the idea of an

ethnic village with emphasis on restaurants holds promise (it would promote Hamilton as an international oriented community). These concepts therefore, deserves special attention and its design and layout may well set the trend for other on site developments. The development of a village setting would be an ideal candidate for an architectural competition.

The possible use of the site for the Hamilton-Scourge display was seriously considered. However it was generally felt that the Confederation Park site would be more desirable.

As a general rule, developments should be limited to those which are most effective in a waterfront setting. For this reason, it is likely that uses such as an industrial museum and tennis courts should not be seriously considered for the site. Residential uses fall in the same category. However, limited residential use would provide surveillance and protection for the area and therefore warrants further consideration.

Although it may seem obvious to develop a portion of the site for marina purposes, one is to be cautioned that required backup facilities are aesthetically unacceptable, i.e. storage areas, repair facilities. Consideration should therefore be given to limit the marina development to day use dockage and boat launching facilities.

Some of the listed facilities are located in the harbour rather than on the site itself, i.e. floating restaurant, floating concert platform, underwater exhibits, fountains and floating gardens. These ideas are included to emphasize that facilities need not be limited to the available land base and that the surrounding water resource is to be taken full advantage of.

Whatever final facilities are selected, it is essential that the Lax site be developed as a "people" place to be enjoyed and experienced by a broad user group on a year round basis. This does not mean that every available square foot of space needs to be developed with buildings and facilities. On the contrary, a considerable percentage of the land base must be set aside for landscaping, picnic sites, passive areas, boardwalks, etc.

Proportions

The main development components can be categorized as follows:

- promenade and open space
- active recreation
- commercial
- parking

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Although it is impossible to establish proportions at this early planning stage, the following are suggested merely for the purpose of emphasizing the relative importance of each use.

Promenade and open space	- 50%
Active recreation	- 20%
Commercial	- 20%
Parking	- 10%

*Shoreline
Promenade*

A shoreline promenade is to be the main feature of any development plan. The promenade is to be adequately landscaped with seating benches, drinking fountains, night lighting, viewing platforms, etc. The promenade is to be located along the shoreline of the newly shaped site and at some points might venture into the harbour as a boardwalk on piers. A series of islands with a boardwalk between the Lax property and Dundurn Castle should also be considered.

*Visual and
Sound
Buffers*

Extensive landscaping will be required to screen parking facilities and the industrial backdrop. Furthermore, imaginative landscaping can create a feeling of an active waterfront without feeling crowded. Ships could be located between the Lax site and the CN marshalling yard. The ships could house a restaurant or other facility and at the same time provide an attractive buffer.

Parking

On site parking is essential. This poses a major design challenge and possibilities such as underground parking and parking facilities above the CN marshalling yard should be considered. Off site parking and good public transportation can greatly alleviate parking problems but should not replace on site facilities. The degree to which this challenge is met will, to a large extent, determine the density and nature of facilities on the site. The possibility of a major parking lot on the Beach Strip with a regular ferry service to the Central Urban Waterfront should be further explored.

Access

Bay Street could be developed into the main access corridor thus alleviating traffic problems within adjacent residential areas. James and John Streets should be considered as access corridors to waterfront developments further east. The design theme of the Central Urban Waterfront Park should be carried through to the access corridors right into the city core. The ultimate success of the urban waterfront will depend on the adequacy and attractiveness of the access corridors.

Access to the site should not be limited to vehicular corridors and public transportation. The proximity to the downtown must be taken advantage of by having

attractive pedestrian and bicycle paths leading from the downtown to the waterfront. A "GO ALRT" station near the Lax site would be a great asset.

Tours

Presently, there are no bus tours for tourists to visit various city and regional attractions. An exciting urban waterfront will attract many tourists and may well make it financially feasible to consider the introduction of a city tour bus combined with boat trips from the Lax property to other shoreline attractions.

*Public vs
Private*

A mixture of private and public operated facilities would be quite acceptable, if not desirable. The key to such a co-operative private-public venture is the close adherence to a master development plan. Development controls are to be administered by a development control committee composed of carefully selected professionals and elected officials. This function might also be undertaken by the City of Hamilton Planning and Development Committee. Whatever the extent of private involvement, the public sector should, as a minimum, undertake the following:

- acquisition of land
- installation of road services
- preparation of master development plan
- basic landscaping and promenade
- be in charge of development control

Although private development may well be advisable, it is important to never lose sight of the need to allocate sufficient "free" areas and activities so as to truly make it a "people" place accessible to all ages and income levels.

ame
The site is to be named appropriately with a meaningful yet catchy name. Names like "Port Hamilton", "Hamilton Harbour Village" and "International Island" should be tested. A public contest should be considered.

heme
The final architectural and landscape theme will depend on selected facilities. Such a theme can either be historical, contemporary, nautical, or a combination of same. As a general guideline, it is suggested that a combination is acceptable and that the overriding design consideration should relate to high quality with careful attention to sculptural detail. Extensive use of sails and flags should be considered to give the area a strong sense of being part of the waterfront.

neighbour-
hood
A well developed Central Urban Waterfront Park will result in the gradual upgrading of the entire neighbourhood. Furthermore, the development will provide local employment on a seasonal and year round basis. However, there is the potential of negative impact, particularly as it relates to traffic circulation and off street parking.

Recognition of these potential problems and a willingness to undertake mitigating measures are essential. The long term success of a Central Urban Waterfront Park will, to a large extent, depend on the degree of success in integrating the development into the neighbourhood.

taging

It is important to develop a plan which will meet the long term expectations of the City and the Region. Developments should therefore only be undertaken after their compatibility with the site and their recreational and cultural importance has been established. In the meantime, basic landscaping could be undertaken in conjunction with an extensive tree planting program. No work should be undertaken until after the aforementioned overall concept plan has been completed and approved. The next phase might be the development of the shoreline promenade with benches, lookout platforms, night lighting, fountains, etc. This could be followed by the installation of services and parking facilities thus getting the site ready for more intensive public and private developments. As mentioned above, it is of critical importance to recognize the need for an attractive access. In this connection, no major developments should take place until well designed access corridors are in place.

5. WHERE TO GO FROM HERE

The ultimate success in the development of an exciting Central Urban Waterfront Park will depend on public project acceptance and a willingness of various public agencies to co-operate. In this connection it is suggested that a Central Urban Waterfront Coordinating Committee be established to provide the pressure to make things happen and to oversee the planning phase of the project. Membership should consist of elected officials, representation from the neighbourhood, representation from agencies which may be involved in the development and operation of the Central Urban Waterfront Park and carefully selected citizens. One of the first tasks of the committee would be the preparation of Terms of Reference for the overall conceptual waterfront plan referred to in this report. The citizens who participated in the preparation of this report have all shown a keen interest in the project and, if asked, would probably be prepared to become committee members. The Hamilton Harbour Technical Advisory Committee under the Chairmanship of B.J. Ciprietti could be the core of such a committee.

Upon completion of the concept plan and after title to the Lax property has been transferred to the City, serious consideration should be given to the establishment of a Waterfront Development Corporation. This

corporation would take the place of the aforementioned committee and be in charge of the development and operation of the Central Urban Waterfront. Other municipalities with waterfront development corporations are to be consulted for guidance on membership, reporting procedures, etc.

Regarding funding, it is important that the Federal and Provincial Governments be kept up-to-date on what is happening on the Hamilton waterfront. Furthermore, Hamilton should consider making the development of a Central Urban Waterfront Park its bicentennial project.

6. CONCLUSIONS

The dream of an accessible harbour with an exciting, vibrant waterfront is now becoming a reality. Many important decisions will soon have to be made and it is hoped that this report will be of assistance to the decision makers.

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